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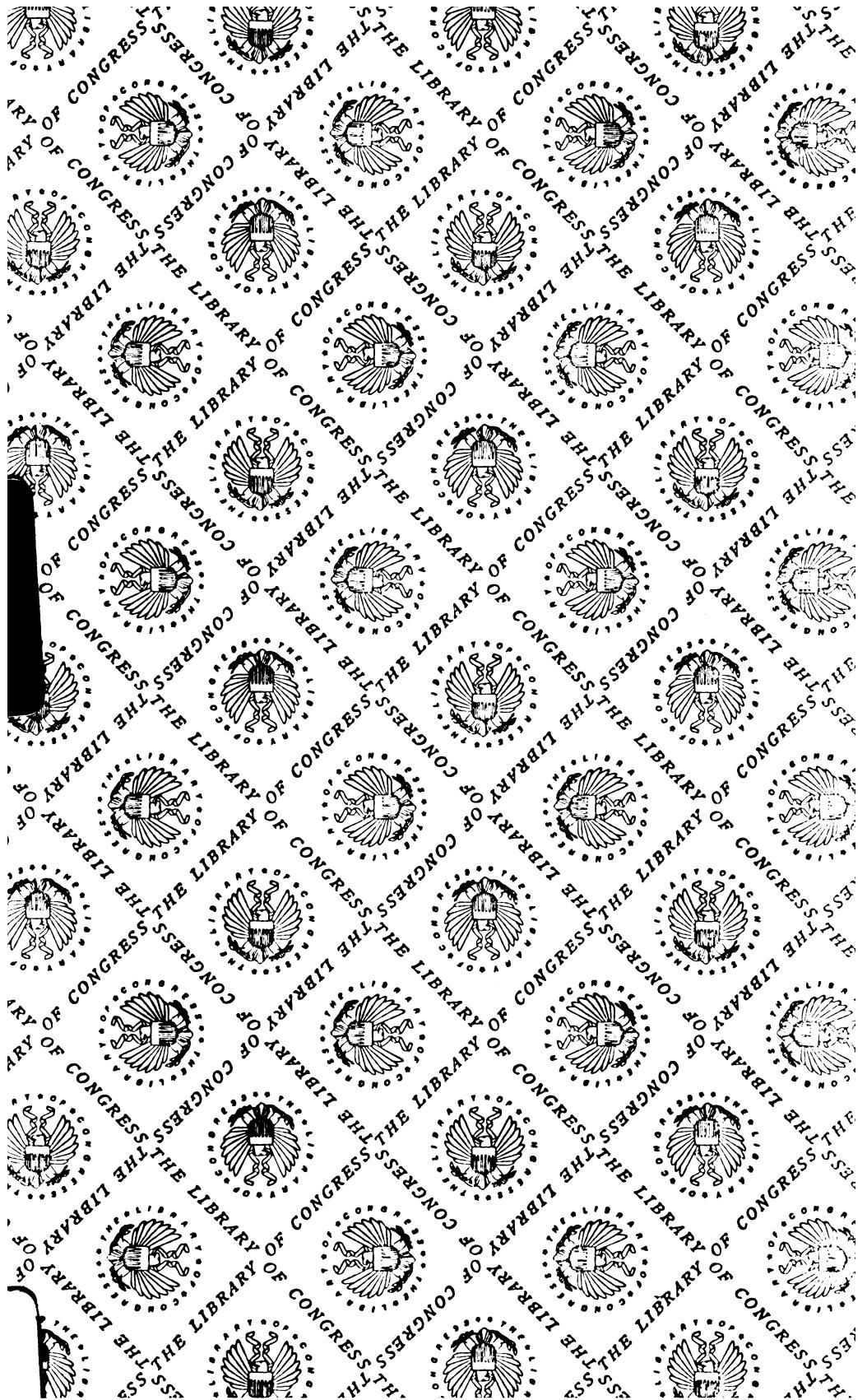
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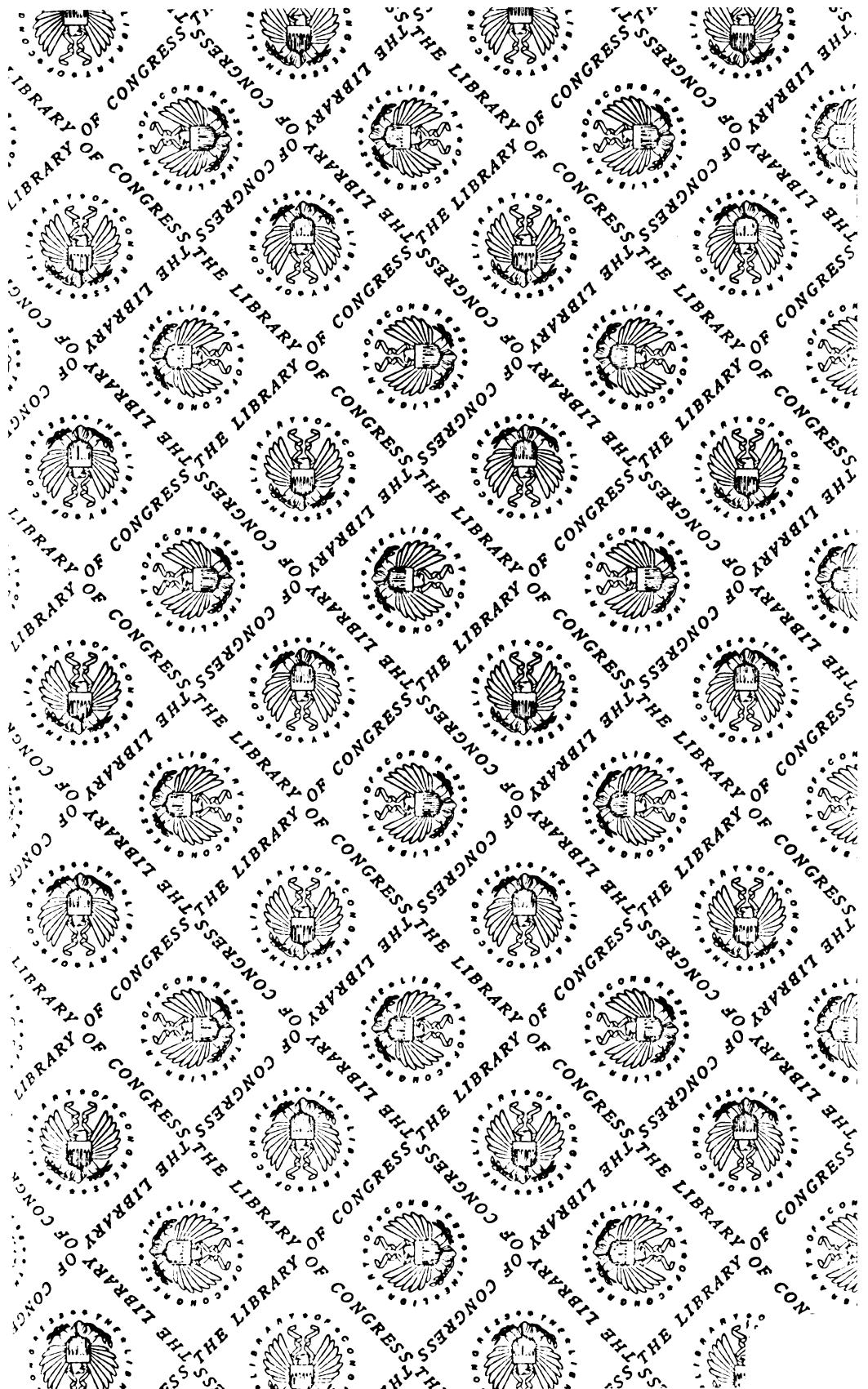
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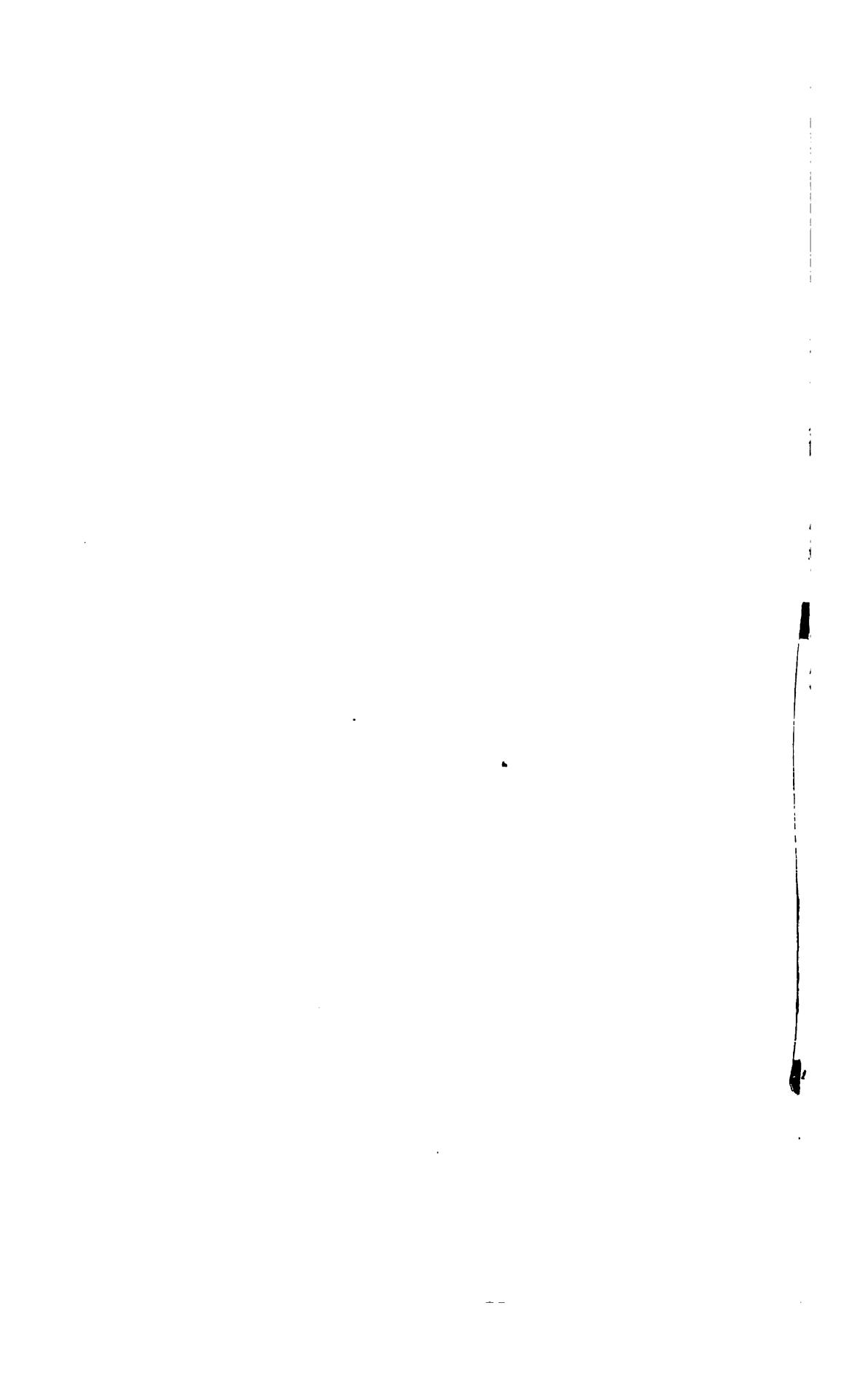
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ESTABLISHMENT OF A NATIONAL PARK SERVICE

HEARING

BEFORE THE

COMMITTEE ON THE PUBLIC LANDS

HOUSE OF REPRESENTATIVES

ON

H. R. 22995

A BILL TO ESTABLISH A NATIONAL PARK SERVICE,
AND FOR OTHER PURPOSES

WEDNESDAY, APRIL 24, 1912



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ESTABLISHMENT OF A NATIONAL PARK SERVICE.

COMMITTEE ON THE PUBLIC LANDS,
HOUSE OF REPRESENTATIVES,
Wednesday, April 24, 1912.

The committee met at 10.30 a. m., with the chairman, Hon. Joseph T. Robinson, presiding, and the following members present: Messrs. Taylor, Raker, Fergusson, Rubey, Mondell, Pray, Morgan, and Pickett.

Mr. RAKER. Now, Mr. Chairman, there is a bill, H. R. 22995, before the committee. I desire to have the Secretary of the Interior, Mr. Fisher, heard upon it. The bill is as follows:

[H. R. 22995, Sixty-second Congress, second session.]

A BILL To establish a National Park Service, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby established in the Department of the Interior a bureau to be called the National Park Service, which shall be under the charge of a director who shall be appointed by the President, by and with the advice and consent of the Senate, and who shall receive a salary of six thousand dollars per annum; and there shall also be in said service such experts, assistants, and other employees as may from time to time be authorized by Congress.

SEC. 2. That the director shall, under the direction of the Secretary of the Interior, have the supervision, management, and control of the several national parks, the national monuments, the Hot Springs Reservation in the State of Arkansas, lands reserved or acquired by the United States because of their historical associations, and such other national parks, national monuments, or reservations of like character as may hereafter be created or authorized by Congress.

SEC. 3. That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, for the general expenses of the National Park Service, including the pay of the director and the necessary experts, assistants, and other employees at Washington, District of Columbia, and in the field, and other expenses requisite for and incidental to the general work of the National Park Service, whether at Washington, District of Columbia, or in the field, to be expended under the direction of the Secretary of the Interior, the sum of seventy-five thousand dollars, to be immediately available.

SEC. 4. That the Secretary of the Interior shall make and publish such rules and regulations as he may deem necessary and proper, not inconsistent with the Constitution and laws of the United States, for the management, use, care, and preservation, of such parks, monuments, and reservations, and for the protection of property and improvements, game, and natural scenery, curiosities, and resources therein, and any violation of the provisions of this act or of such rules and regulations shall be punished as is provided for in section fifty of the act entitled "An act to codify, revise, and amend the penal laws of the United States," approved March fourth, nineteen hundred and nine, as amended by section six of the act of June twenty-fifth, nineteen hundred and ten (Thirty-sixth United States Statutes at Large, page eight hundred and fifty-seven). He may also, upon terms and conditions to be fixed by him, sell or dispose of dead or insect-infested timber and of such matured timber as in his judgment may be disposed of without detriment to the scenic or other purposes for which such parks, monuments, or reservations are established, grant leases and permits for the use of the land, the development of the resources, or privileges for the accommodation of visitors in the various parks, monuments, and reservations herein provided for, for periods not exceeding twenty years. The funds derived from such sales, leases, permits, and

ESTABLISHMENT OF A NATIONAL PARK SERVICE.

privileges shall be covered into the Treasury, to be expended by the director, under the supervision of the Secretary of the Interior, in the administration, maintenance, and improvement of the parks, reservations, and monuments herein provided for.

SEC. 5. That the director and other officers and employees of the service in Washington when traveling on duty in the field, and the experts, assistants, and other employees when away from their posts of duty in the field on official business shall be allowed a per diem in lieu of subsistence, to be fixed by the Secretary of the Interior, exclusive of transportation or sleeping-car fares.

SEC. 6. That the parks, monuments, and reservations herein provided for shall not at any time be used in any way contrary to the purpose thereof as agencies for promoting public recreation and public health through the use and enjoyment by the people of such parks, monuments, and reservations, under the natural scenery and objects of interest therein, or in any way detrimental to the value thereof for such purpose.

SEC. 7. That the publications of the National Park Service shall be published in such editions as may be recommended by the Secretary of the Interior, but not to exceed ten thousand copies for the first edition.

The report of the Department of the Interior on bill H. R. 22995 is as follows:

DEPARTMENT OF THE INTERIOR,
Washington, April 11, 1912.

Hon. JOSEPH T. ROBINSON,
*Chairman Committee on the Public Lands,
House of Representatives.*

SIR: The department is in receipt of your letter of April 9, 1912, transmitting for report H. R. 22995, entitled "A bill to establish a National Park Service, and for other purposes."

In response, I have to say that said bill is identical with S. 3463, except that it embodies the changes suggested in said Senate bill by this department on February 6, 1912, in a report to Senator Smoot, chairman of the Committee on Public Lands in the United States Senate.

The bill meets with the approval of the department, and I earnestly recommend its enactment into law.

Very respectfully,

CARME A. THOMPSON,
Assistant Secretary.

The report of the Secretary of Agriculture upon the bill H. R. 22995 is as follows:

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, April 15, 1912.

Hon. JOSEPH T. ROBINSON,
*Chairman Committee on the Public Lands,
House of Representatives.*

DEAR MR. ROBINSON: I am in receipt of your letter of April 9, inclosing a copy of the bill (H. R. 22995) introduced by Mr. Raker, to establish a national park service, and for other purposes.

On February 15, 1912, I had the honor to submit to you the views of this department on the bill (H. R. 16090) introduced by Mr. Davidson, which also had for its object the establishment of a bureau of national parks in the Department of the Interior. The bill now before me, down to section 6, is, with one or two exceptions not affecting its purport, similar to H. R. 16090. Section 6 seems to make it clear that no uses of the land or its resources will be permitted if such use will be inconsistent with the objects for which the park is established.

In my letter of February 15 I have expressed my views on the definite policy concerning the establishment of national parks and the creation of the national park bureau. The bill before me contains nothing which would change my views expressed at that time. I therefore inclose a copy of that letter for consideration in this case.

Very sincerely, yours,

JAMES WILSON, *Secretary.*

FEBRUARY 15, 1912.

Hon. JOSEPH T. ROBINSON,
*Chairman Committee on the Public Lands,
House of Representatives.*

DEAR MR. ROBINSON: In response to your request of February 9, 1912, for a report on H. R. 16090, a bill to establish a bureau of national parks, and for other purposes, I have the honor to inform you that in general the establishment of a bureau of national parks meets with my approval.

Heretofore there has been no definite policy in regard to what areas or what classes of land should be included within national parks or to the principles which should be applied in their management. It is my belief that there are many areas containing natural wonders or features of great scenic interest which should be included within national parks. Some of these areas are now within the boundaries of the national forests, and in transferring them to national parks the policy which will thereafter govern them should be well understood, in order that proper determination may be made of the boundaries of the areas to be transferred.

It is my feeling that national forests should be managed with a view to their fullest possible development and use, in order that the industries dependent upon them may secure necessary supplies, and that the national parks should be managed with a view to preserving their scenic interest and furnishing a recreation ground for the people, only allowing such use of their resources as may be necessary to improve and protect them. If the parks are in a timber country, there should be included some timber, and these timberlands should be handled with reference to their scenic beauty. Very large bodies of heavy timber which are not needed for national park purposes should not be included, however, as there would ultimately be a pressure on the park bureau to cut it on a commercial basis. In this regard I believe the intent of the bill is clear, but in reference to other uses of the parks I fear that it gives the impression of authorizing a fuller use than should be allowed. Therefore I would suggest that the portion of section 4, beginning with the words "grant leases," in line 10, and ending with the words "twenty years," in line 14, be stricken out and that there be inserted in place thereof the following: "grant leases and permits for such use of the land and such development of its resources as may be necessary for the improvement and protection of such parks, monuments, and reservations, or for privileges for the accommodation of visitors to the various parks, monuments, and reservations herein provided for, for periods not exceeding twenty years."

This will make it clear that the preservation of the scenic interest and the accomplishment of the purposes of the park is to govern the use and development of its resources.

I would also suggest that, as the work of caring for the national parks is of a highly technical character, requiring the services of experts and well-trained technical men, the entire organization of the bureau of national parks should be subject to civil-service rules.

Very sincerely, yours,

JAMES WILSON, *Secretary.*

The CHAIRMAN. I understand the Secretary of the Interior desires to be heard on this bill (H. R. 22995) to establish a National Park Service, and for other purposes.

We will be glad to hear from you Mr. Secretary concerning it.

**STATEMENT OF HON. WALTER LOWRIE FISHER, SECRETARY
OF THE DEPARTMENT OF THE INTERIOR.**

Secretary FISHER. Mr. Chairman, this bill is a bill which creates a National Park Service, so called, in the nature of an organization in the Department of the Interior to handle the national park business. It seems that our whole national park system has been more or less as an accident. We have established a national park in one place because of the fact that some particular piece of territory contains natural wonders or scenery that was particularly interesting to the public and we have attempted to make recreation grounds of it for the people. Then we have found somewhere else a similar piece of land that has been created into a national park and gradually we have accumulated quite a number of these parks. Local pressure

or the interests of the general public, either expressed through individuals or through associations, has led to the selection of these different parks where they are now established. Perhaps one of the most remarkable and one of the most useful of them all is one with which you are especially familiar, at Hot Springs, Ark., where the medicinal waters have been the principal attraction.

Now, there has been no coordination whatever between those parks. Congress each year makes appropriation for each particular park as it comes along. The local pressure, the pressure of the particular individuals or organizations, that are interested in it determines in each case what amount of money shall be appropriated. The appropriations can not be used for other parks. It is a specific appropriation for the particular park in each case, usually with considerable detail, and the result is that there is no coordination whatever between them.

The experience that we gain in one park is of no practical use to us at all in another park, except as we can make it useful through the main circumstance that the administration with regard to matters connected with our parks is in charge of a man in the department here in Washington, in the Secretary's office. We have no engineer to study the engineering questions connected with the parks, which are of the greatest importance—not only those that relate to the construction of roads and bridges, but also the questions that relate to sanitation and sewerage, the construction of the hotels in the parks, the location of camps, and the development of such incidental power from the natural waterfalls as can appropriately be developed without interfering with the scenic values and yet can be used for lighting the hotels and lighting the roads, and that sort of thing. There is a constant pressure in that connection.

As to the means of locomotion, changes from horse vehicles to automobiles, there is a constant pressure on the department to permit the automobiles to enter the park. That has been done in a few cases; but in the main the roads that are constructed are entirely unsuitable for automobiles, especially if they are to be combined in any way with horse travel. The roads are narrow, curves are all over the parks, and comparatively little progress has been made in the construction of roads that were originally made for a large, heavy, lumbering coach, drawn by two to six horses. That presents a question of considerable importance.

We have, as I say, no engineer of the department who can study any of those questions.

And then there is the landscape side of the parks. I do not mean in the sense of landscaping as applied to the city parks, but as should be applied to these large parks on a scale commensurate with their importance. That can not be given any attention at all.

The question of the cutting of timber which has matured and in some parts has matured all at once in broad areas—that is to say, the timber in some of the parks is very large in certain sections and will mature and begin to decay at about the same time. Unless the timber is properly harvested, what is going to happen? We are going to have a large collection of dead trees, from which there will be no return on the timber and, besides, will be an eyesore on the scenic side. While we get such assistance as we can from the Forestry Service incidentally by communications between the departments and also by asking for the detail of a man to help us out—we have done

that in the Glacier National Park during the last year; we had a man detailed or given a leave of absence and sent up there to look into those things; but whether or not he will be available when the question comes up in some other park, like the Yellowstone, depends on whether the Forestry Service can spare him—we have nobody in our department to look after those parks.

The question of administration is one of constantly increasing and very great importance. For instance, we are about to have a very important exposition in San Francisco, which will bring a tremendous amount of travel to all of these parks. You have a park at Hot Springs, and we have the Yellowstone and Glacier Parks, and the people who come out West will incidentally stop at one or more of those parks, and we should try to make our people spend their money in this country instead of abroad, and certainly so far as spending it abroad for the scenic effect; because we do not have to ask any odds of any other country on earth in that respect. There are a number of people who are not thoroughly familiar (I am speaking of the people as a whole) with the parks. They have only a loose impression as to how to get to them, and what it costs to see them, and it takes some such thing as the San Francisco exposition to really bring them home to the people. Now, the traveling public going west is going to visit these parks, and we have not proper hotel accommodations for them. Take the Yosemite: It is perfectly apparent that unless you get the hotel accommodations there, the people who go to the Yosemite Park will come away with a feeling of disappointment and resentment against the National Government, because they have not been properly taken care of. There ought at least to be reasonable accommodations provided for all of them who come there. The lease for the hotel will expire soon. We have been continuing it from year to year, and I find the people who are interested in the park, including the railroads that lead to it, recognize the fact that something must be done.

The railroad people have said to me that they do not want in any way to get involved in the hotel business at the Yosemite Park, but they must take care of their travel. They have built the line up there, and they must take care of it, and they would like to know what they can do, and what they can say to others whom they might get interested in the question; or the basis upon which they would be permitted to construct a hotel. Well, I have inquired in the department, and I find there has been no study of the fundamental question which should underlie hotel permits. The people who have had charge of these matters have incidentally considered, and have their views which are as well founded as is possible under the circumstances, but there is not a man in the Secretary's office who has given particular attention to those matters. The truth of the matter is that all of the details of the national parks are handled through the chief clerk's office because we have not any place else to handle them. There is no other way in which that can be done—we have no other machinery, no other organization, and no money. The chief clerk, Mr. Ucker, is here. He was selected for his efficiency in handling the clerical organization and administrative business of the department here in Washington; and under our present system, he must be the chief official who passes, either directly or through assistants, on those park questions. Since I have been in office I have referred all

these questions to the Assistant Secretary, simply because I had to refer them to somebody, and I have asked the Assistant Secretary to look into these questions and try to familiarize himself with them so that he would have some knowledge of the questions and be able to work out something in the way of a consistent policy.

Last year we had the first conference at Yellowstone that has ever been held on the park question. We picked the very last of the season, and at that time we had come to Yellowstone the superintendents and others connected with all of these parks, and the men under them who were interested; we took the men in our own department who had had anything to do with those in the past, and had them there, and the railroads interested in the parks in any way, and got them there, and got the real men handling those questions in the railroads. For instance, the Great Northern had Mr. Louis Hill there, and then we had representatives from the Northern Pacific people, and the Oregon Short Line, and the men who are really interested in these questions. Then we had representatives of the outside organizations. The Chief Forester was there, and Mr. Macfarland, the president of the American Civic Association, and these different organizations that are interested from a public point of view, and then we had all the concessions represented either directly or indirectly—practically all of them were represented directly, and all the principals were there, at least, who had hotel concessions, transportation concessions, photograph concessions, camping outfits, guides, and things of that sort.

We put in the greater portion of the week in a practical discussion of those problems relating to the parks, and it was the unanimous opinion of all there represented, the railroad representatives and all the others, that if we are going to handle our national park system on anything like a consistent basis, we must have something in the nature of a central organization that is going to take care of them; and everyone was unanimous in favoring the creation of a National Park Bureau, or a National Park Service, or something of that nature.

Of course, the principal thing to be accomplished is that we will get some consistent and efficient administration. For instance, if we work out in the Yellowstone some problems of road or bridge construction, or some problems connected with the hotel, or stage or automobile management, that we will have somebody in the department who will know what our experience has been there, and have the same kind of data with reference to the Yosemite, the Glacier, or Mount Rainier, instead of being as we are now, absolutely unable to use any information except by mere accident, as it happens to come to the knowledge of the people here in Washington. An illustration of what the situation is are the provisions of the laws relating to the lease of hotels and other privileges. For instance, the acts of June 4, 1906, and March 2, 1907, provide for a 20-year lease. That is applicable, I believe, to the Yellowstone. The act of June 30, 1862, and the act of October 1, 1890, applicable to the Yosemite, provide for 10 years. The Sequoia and General Grant, under the act of September 25, 1890, 10 years. The Mount Rainier, act of March 2, 1899, contains no limit of time. The same is true for Crater Lake and Wind Cave. At Sullys Hill no provision is made for granting privileges at all. The Glacier Park act of 1910 provides for a 20-year limit.

Now, in talking the matter over with the Appropriation Committee, or the subcommittee of the Appropriation Committee, of the House the other day, there seemed to be no difference of opinion on the policy. They raise some question—for instance, as to whether we ought to charge the people who use the parks sufficient fees to get a revenue for running the parks in that way. Personally, my view has been that it was not a wise policy for the Federal Government to attempt to run the national parks on the charges made to the people who travel to them and use them in that manner. But that is one of the questions that we can not give any attention to now except in this very loose and inefficient manner I have described. We ought to have somebody to act as superintendent or director of national parks who would be a big enough man and a man of sufficient training to be able to form an opinion on this question and let him study it. If we had such a central organization, we could get appropriations for it, so that we would really add very little to the appropriations now made. It is doubtful whether we would add anything after we get thoroughly established unless Congress wishes to go into some more comprehensive development of the parks than it is now doing, but even then I believe the additional expense of administration would not be as much as it would under the present haphazard system if we decided to go ahead with the real development. We have got these great parks and playgrounds, and if we are going to develop them to meet the increasing demand and needs it is time to take it up in a systematic and economic way.

Mr. RAKER. Is it not your opinion that so far as the cost contemplated in an act of this kind, it would not cost practically as much as it costs now?

Secretary FISHER. I think in the sense that you would get more for your money, that your money would go farther, I think you would make a substantial saving. There is one particular feature I wish to demonstrate that may interest you. We have, for instance, at Yosemite and Yellowstone, Army officers in charge, that are detailed there as acting superintendents. They are not appointed as regular superintendents, but appointed as acting superintendents. Now at Yellowstone all the road construction and bridge construction goes on under the board of Army engineers. There is a representative of that corps there, and under the practice and the method heretofore adopted by Congress, the entire control of that question rests with the Army engineers. There was, until this fall, when I interfered with it personally, no coordination at all, even on the ground, between those two sets of people. Of course, the superintendent of the park, Col. Pray, reports to me, as Secretary of the Interior, and the officer in charge of construction reports through his regular organization, and the result has been that those two men did not even get together and determine what roads ought to be built, and the Army Engineer Corps put a man there who, from a construction point of view, is a superintendent, to find out and establish in there what the engineering officer thought ought to be built. That just illustrates the whole situation.

Mr. RUBEY. How much is being spent annually for the building of roads in the national parks?

Secretary FISHER. We do not expend it; it would only be incidentally that we would know that.

Mr. RUBEY. Can you give us just an idea, without being definite?

Mr. UCKER. I think the appropriation for the last two years for the Yellowstone has been \$70,000.

Mr. RAKER. Yellowstone, 1910, \$75,000; 1911, \$70,000—for road construction of the Army. To the Department of the Interior, 1910, \$55,000; 1911, \$50,000. That is under the Secretary of the Interior.

Secretary FISHER. Well, it seems to me so unbusinesslike that really I hesitate to take up the time of the committee, and I just want to point out some of the salient features.

The CHAIRMAN. Have you concluded your general statement?

Secretary FISHER. Yes; except one thing. The question of road maintenance is one of those questions in which the public is mainly concerned, particularly as it relates to the dust nuisance. Now, that is not an easy problem to work out, and we ought to have the benefit of the experience in each park, and we ought to have some man who has the accumulated experience of all the parks, so as to decide how to handle this thing most intelligently. But if you do not know, for instance, what would be the effect of the use of oil on those roads, or how sprinkling ought to be done, or what the roadbed or surface ought to be, you ought to determine that in some proper, scientific way. As it is now, the Secretary of the Interior, the chief clerk, and some of the assistants in the office take up this question, incidentally in the performance of their regular duties. They know nothing about it personally. They may get a report from the superintendent of one park that he has done such and such a thing—made such and such experiments—and they would accept his judgment relating to so-and-so. There would be no man in touch with that in any way where we could get a good expert opinion on it at all. And that illustrates the thing.

Our people go to the parks, and come away, as many of them do, utterly disgusted with the physical conditions that prevail in some of them, and it is working a detriment to the parking system and to the country as a whole, and to some degree is responsible for the failure of the people in this country to appreciate what we have to show them. I think, therefore, that you people out West, who want to get the people there, ought to take interest in this question and see if we can not work it out either on the lines of this bill or of some other bill. This bill seems to me correct in substance, and we ought to work out some form of organization by which to carry on this work.

Mr. PICKETT. Have you now, in the Agricultural Department, an office of roads?

Secretary FISHER. We have, yes. We have a bureau that takes up the question of road construction.

Mr. PICKETT. What is the scope of their work?

Secretary FISHER. As I understand it, their principal work is devoted to the construction of experimental roads, relating particularly to the agricultural communities. What they are trying to work out is a sort of road construction that will benefit the farmers, with which question the Department of Agriculture is more particularly concerned.

The CHAIRMAN. It is experimental, too.

Mr. PICKETT. Have they given any attention to what are called trails, or roads, in national parks?

Secretary FISHER. So far as I know, not particularly.

Mr. PICKETT. Wouldn't you just be getting to the point of the duplication of some one's work.

Secretary FISHER. No; you see there would not be any necessary duplication at all, Congressman; because, if we had some man who was acting on these questions, and had some competence, and a superintendent who had had some experience, he could get the result of the Department of Agriculture's experience, and he could say how far that would be applicable to the parks. But, as it is now, what you have now is a lot of men interested, and necessarily interested in the carrying on of an immense mass of detail in the Department of the Interior, of a clerical and ordinary administrative character, and those men are the only men that can take up those problems.

Mr. TAYLOR. Mr. Secretary, under the present system, who determines the use that shall be made of the roads, and who excludes automobiles?

Secretary FISHER. The Secretary of the Interior.

Mr. TAYLOR. I know there has been considerable complaint among the automobile people of not being permitted to use the roads in the parks; and some feel that the stage lines hold them up from one end to the other.

Secretary FISHER. A lot of people would like to go into the parks, as automobiles, but when we put the problem up to them of whether with the existing roads it would be practicable, whether there would not be all sorts of accidents and trouble, there is a little difference of opinion. There was a board of Army engineers—I think under an appropriation, or under the direction in a resolution, or some act of Congress—that was asked to make a report on the cost of changing the roads.

Mr. UCKER. That was a Senate resolution, introduced by Senator Heyburn, in relation to the Yellowstone, asking Congress to build suitable roads, or place the roads that are there now in such shape that they could be used jointly.

Mr. TAYLOR. Have these stage lines, or have those that are operating there at the present time, any lease or contract which gives them a monopoly of the highways.

Secretary FISHER. No; they have no monopoly of the highways. That is one of the fundamental principles that was discussed at this park conference, as to which of two policies it was wise to adopt in the parks—a competitive policy or the policy of regulated monopoly. Now, I think it was practically the unanimous opinion, including the opinion of the concessioners themselves, many of whom were active and in everyday competition with each other, that the correct theory was regulated monopoly. That is the only way to take care of properly the public in those parks. You ought to separate it into proper classes, and then you ought to insist upon the concessioners furnishing the service to the public at the very lowest rates consistent with a reasonable return, and a great many of the lines have a regulated monopoly in the parks that have any system; but there is no consistent system, and it is only possible to apply a consistent system under one department of the Government.

Then, as to existing conditions in the parks: What happens, for instance, in the Yellowstone Park is that they have granted a concession to a certain stage company to take care of the traffic from one entrance. Now, they have to run the stages to the hotel and to

the camp. Then we have another concession from the west end, so the people coming in there come in by a different route. Now, a private individual can go through the park any way he chooses and take any path he wants; but he simply can not go in there and run a stage line without a permit from the department, and we do not grant a permit to anybody and everybody.

Then there is a system of permanent camps and movable camps, and the people who have that concession furnish transportation and also the camp outfit. They are different. The reason for granting that concession is because it is essentially different from the other concessions. It furnishes a different class of service, and appeals to a different class of patrons, but any individual can come in with a vehicle, and there is a very considerable amount of travel around the park of people who come in without any vehicle.

The CHAIRMAN. Have you an accurate statement of the total number of national parks now in existence, and their areas?

Mr. UCKER. I have not any statement.

The CHAIRMAN. Will you put it in as a part of your remarks?

Mr. UCKER. We have first, in point of creation, the park at Hot Springs, Ark.; the Yellowstone, of Wyoming; the Yosemite, the General Grant, and Sequoia, in California; the Mount Rainier, in Washington; the Crater Lake, in Oregon; the Mesa Verde, in Colorado; the Platt National, at Sulphur, Okla.; the Wind Cave, at Hot Springs, S. Dak.; Sullys Hill, N. Dak.; and the last created is the Glacier, in Montana. That, I believe, makes 12. There is also sometimes referred to what is known as the Casagrande Ruin, in Arizona. And, then, we have under the jurisdiction of the Interior Department, I believe, 26 national monuments of varying area. This national monument act permits the reservation of national monuments on Executive proclamation. There is one existing under the War Department, and, I believe, 26 in our department, but I am not advised as to the number in the Agricultural Department.

The CHAIRMAN. Is it contemplated that this service shall have jurisdiction of them also?

Mr. UCKER. The scope of the bill is to gather together those monuments and to place them all under one jurisdiction.

The CHAIRMAN. Do you know about what the total cost to the Government of the National Park Service now is, or have you data from which you could state that?

Mr. UCKER. The cost of administration in Washington City approximated—that is, in Washington City a prorate of the time of the Secretary and the officials, at their annual compensations, amounts to \$14,781.25. We have simply taken the salaries and the estimated cost of publications, printing, binding, and stationery that is devoted to the national-park business. That totals \$14,781.25. I do not believe we would have, gathered together, any higher cost except the cost which would result necessarily in the administration on the ground.

The CHAIRMAN. Could that be approximated?

Mr. UCKER. That you may approximate very readily by consolidating your appropriations from year to year, because it is very seldom there is any of the appropriations left; and as to those parks which produce a revenue, which revenue we are permitted to use, that we have never encroached upon, generally, unless the appro-

priation becomes exhausted. So that you may arrive at this by taking these figures I give you, \$14,781.25, and adding to that the appropriations for the parks which were carried in the sundry civil bill for the current fiscal year, and the only thing missing would then be the amount of revenues used this year.

Now, the revenues for the year ended June 30, 1911, amounted to \$104,680.01. For the current year, from July 1, 1911, up to the 17th day of April (when these figures were tabulated), it amounted to \$80,512.55. Those revenues are produced from concessions of all kinds. For instance, at Hot Springs, they lease the bathhouses to the Arlington Hotel, and sell timber, and all the miscellaneous sources from which money may come from the parks go into the Treasury. Some parks are permitted to use them and others are not. Those in which they are not permitted to use them the funds go into the miscellaneous receipts of the Treasury, and those in which they are permitted are segregated and set aside for use by the Secretary.

The CHAIRMAN. Have you made any estimate of what the additional cost of this service will be?

Mr. UCKER. Well, we have made an estimate here. The Secretary has discussed this before the Senate committee, and he may want to segregate some of those first.

Secretary FISHER. Well, the estimate, of course, was only a tentative estimate. For instance, we estimated a director at \$6,000, which I think should be paid. Certainly it ought not to be less than \$5,000. Then I have a chief clerk to act as director in the absence of the director, \$3,000; engineer, \$3,000; assistant attorney at \$2,500, and then necessary clerical assistants. We figure that will be about \$26,420 for the services in such a bureau.

Mr. MONDELL. Did you include traveling expenses in that?

Secretary FISHER. No. Then we have made an estimate of a per diem in lieu of subsistence and traveling expenses of \$4,000, which, if used in full, would make a total of \$30,420. Then we have figured, in addition, the sum of about \$10,000 to fit up an office with the sort of things we ought to have—literature, reports, and maps, and things of that sort, which we ought to have to carry on this national park work. That, of course, is only an approximation. So we have estimated that for the first year it would take about \$40,000 to put this system on its feet.

Now, of course, you can do whatever you choose. Any step in that direction is an advance, even if we do not have anything but just the money to employ a director and engineer, it would be a tremendous help to us.

The CHAIRMAN. Would there probably be an increase in the revenue from the parks if this system was inaugurated?

Secretary FISHER. In my opinion it would, very decidedly, Mr. Chairman. For instance, take this automobile question. It seems to me perfectly clear that a handling of the automobiles in the parks on a proper basis ought to give a revenue. And then, to help the scenic beauty of the parks, they ought to be kept properly; but there is no one in the service now who has studied that question from the park point of view. The Forest Service, for instance, in its regulations, treats of the matter only from a timber point of view and not from a scenic point of view at all; and there ought to be some one who is looking after that and can decide how far we can cut this

timber and in what way so as to get the advantage of it and at the same time not to destroy the scenic effect. Such men as I have talked to are quite of the opinion that that problem can be worked out so as to produce a net revenue from it.

The CHAIRMAN. Have you given attention to the details of the provisions of this bill, Mr. Secretary?

Secretary FISHER. Yes; I have; and I think the bill, as it is drawn, is substantially correct. We have made a report on the bill to the Senate, and I think also to this committee.

Mr. RAKER. Their report is on file.

Mr. MONDELL. Is the Senate bill identical with the House bill?

Secretary FISHER. I think it is. I think it was only introduced.

Mr. MONDELL. Has it passed the Senate?

Secretary FISHER. No; it is before the Senate committee, but we have had a hearing on it. The only question about it on which there seemed to be any difference of opinion, so far as I could tell from the hearing, was whether or not the bill should make the principal positions statutory, or whether there should be a lump-sum appropriation. The prevailing opinion seemed to be—the prevailing opinion of those in attendance at that meeting, at least, was that it ought to take the principal officers—the director, chief clerk, engineer, and assistant attorney—and specify them, and then say "such other clerical and other assistance as Congress may authorize from time to time," and let that be in a general appropriation and let these principal officers be statutory in character.

Mr. VOLSTEAD. Why would it not be better to let the Agricultural Department, where we have men who are engaged in timbering, and building roads, and things of that kind, take charge of this matter, rather than the Interior Department?

Secretary FISHER. Well, sir, that is a question about which each person is entitled to his own opinion; and it depends on what you regard as the proper function of the two departments, respectively.

The CHAIRMAN. The Interior Department now has jurisdiction of most of the parks?

Secretary FISHER. It now has jurisdiction of all the parks, and my understanding of the functions of the Interior Department is that it is intended to be an administrative department; whereas the Department of Agriculture is intended to be primarily an experimental department. The Department of Agriculture is intended to be scientific and experimental, and it is upon that theory it was established. It now has some administrative functions, arising chiefly on account of the fact that the Forest Service is in the Department of Agriculture.

Mr. RAKER. That was originally in the Department of the Interior, and then transferred a few years ago to the Department of Agriculture.

Mr. UCKER. It was under a divided jurisdiction, and it was considered better to have it under some one department. It was purely an administrative bureau under the General Land Office, and the act of February 3, 1905, transferred it from an administrative department over to a scientific department.

Secretary FISHER. When the parks were discussed at this conference—and at that conference, so far as any opinion was expressed, that opinion was unanimous, including all the railroad people and such expressions as the Chief Forester made—it was that when you

analyzed the thing the Forest Service ought to be in the Department of the Interior; but since that time the Chief Forester has given a great deal of consideration to the matter and is of the opinion now that the Forest Service ought to remain in the Department of Agriculture, the chief reason for that being its relation to the experimental departments in the Department of Agriculture.

Mr. RAKER. Mr. Secretary, may I make this suggestion? I understand that the Forest Department are willing, and not only willing, but believe that this service ought to be in the Department of the Interior. That is my understanding from talking with both of them.

Secretary FISHER. You mean the Park Service?

Mr. RAKER. Yes.

Secretary FISHER. That is the report on the bill, and there is no difference of opinion, as I understand, now.

Mr. VOLSTEAD. As between the two departments, my impression was that the Forest Service ought to have remained in the Interior Department; but it seems to me the Forestry and Parking Service ought to remain together. I feel that there is a good deal of work in common. They are now engaged in building roads in the forests, and I think it would be of value in building roads in the parks. Then there is the question of preserving the timber, and, for instance, the ravages of insects in the Forestry Service is of value in the Park Service, and it seems to me they ought to be together.

Now, they have in the Agricultural Department at present a bureau for the purpose of building roads, and there would be no question but that a great deal of work they do there would be of value in the Park Service, and it occurs to me that you are going to duplicate work by creating this bureau in the Interior Department and at the same time to allow the Forest Service to remain in the Agricultural Department. The two ought to be together.

Secretary FISHER. In every one of these matters, Congressman, I find there is a certain amount of inevitable duplication. That is not only true of the Government service, but practically of the large business concerns of which I have knowledge, and you can not avoid a certain amount of it. For instance, the very fact that you have an Engineering Corps in the Army gives you in that service a certain number of constructing engineers that have a peculiar experience that ought to be utilized for the benefit of the parks; that is what they are doing in the national parks. You might just as well argue from that that you ought to put the national parks under the War Department or take the Board of Army Engineers and transfer it to the Interior Department.

Mr. VOLSTEAD. I understand the Board of Army Engineers may be used practically in any service.

Secretary FISHER. If you will pardon me, I have my own very clear ideas about the kind of coordination between these departments. I may be wrong, but it seems to me to be very clear that your Department of Agriculture ought to be confined to scientific agricultural work and ought not to have any administrative functions whatever. I think the Forest Service in the United States ought to be confined to those areas where you not only want to retain timber, but which are going to be permanently retained to grow timber. In other words, the land where the present timber is, if it is going to be cut off, ought not to be used for any other purpose than growing new trees, and that

ought to be confined in the Department of Agriculture and ought to stay there. And I think it is fundamentally wrong to have any portion of the national forests in the forest reserves proper where you are going to take that land and turn it over for homesteading or other disposition for private interests either before or after the trees are cut off.

Now, I think you ought to confine in the Agricultural Department the strictly scientific agricultural work of the Government, and then we could call on them for all the work of either this or the other departments, just exactly as I stated with the board of Army engineers. We would ask them to detail a man who would look after questions of insects in the national parks. We can assign men from one bureau to another, and in that way, without the slightest trouble. The difficulties that arise from administration—the great problems of the national parks to-day are to take care of the people who come there—the transportation, and hotel accommodations, and all that sort of thing. Now, there is an administrative problem of very great importance, and I do not believe the Agricultural Department is or should be expected to handle questions of that sort.

Mr. RAKER. Those are functions of preserving the parks and keeping them in shape.

Secretary FISHER. Yes. If you want to assign a man to the national parks to look after trees, that is all right. I do not want to interfere with that at all, and if you create this bureau, I do not want to hire men who will study these problems with regard to insects, or tree cultivation, or questions of that kind. What I want is a man put at the center of things, having those problems in his charge, who will take the experts of the Agricultural Department who are apt to work in one park, and another park, and take such information as he gets, he being the center through which this work coordinates. I would not duplicate that; I would not have an employee to go and duplicate work of the Department of Agriculture.

When you follow the thing a little look where it leads: Because there is a certain amount of timber to be taken care of, and that timber happens to be in a national park, you can not turn that work over to the Department of Agriculture unless you turn the whole land office over to the Department of Agriculture. We have an Indian Office in the Department of the Interior. The Indian Office has charge of the problems relating to the forest timber, and the timber lands of the Indians and all that sort of thing should be taken care of there. That is the reason why I have thought that the Forest Service ought to be in the Department of the Interior, putting in the Department of the Interior the administrative functions it now has, and leaving to the Department of Agriculture the scientific work.

I can not see, for the life of me, why experts can not work out the timber problems and all that sort of thing in the Department of Agriculture, leaving the administrative work in the Department of the Interior, and calling the experts into the Department of the Interior from time to time as questions arise.

There is a difference of opinion. The Forest Service, I think, would like to retain the administration of the forests, because of the practical experience it gives them because they have on them experimental stations, and they work out a lot of important problems there. However, we differ, fundamentally, on this proposition, for

I think the Forest Service, especially under the present system, the administrative features of it, ought to be in the Department of the Interior, and those questions which relate to the scientific side of it to remain where they are now, in the Department of Agriculture.

Mr. PICKETT. Just to what extent does the Bureau of Forestry now have to do with the national parks?

Secretary FISHER. It has nothing to do with the national parks, except that we call them in; and we do that.

Mr. RAKER. To get their scientific information of investigations?

Secretary FISHER. Yes. For instance, a question came up with regard to the Glacier National Park. There was considerable timber that had been blown over, and the question was whether to cut it, and on what terms, and whether we ought to include in the cut areas timber not down, but so related to it that it ought to be harvested now; and what ought to be the form of the contract, if one was made. Well, we got one of their men, an expert lumberman, who had practical experience of a considerable extent, detailed from the Forest Service, and sent him up there, and he went into the territory and went all through it, and came back and made a detailed report, on which we are acting.

Now, that is the sort of thing I think ought to go on all the while, except the purely administrative side of it, I think, ought to be in the Department of the Interior,

Mr. RAKER. Now, Mr. Secretary, relative to the administration of the national parks, as to the accommodation of the public, and as to the building of roads and handling them, that sort of thing ought to be disposed of and that quickly. Do you believe that any one man, with proper assistants, would be able to handle the parks even cheaper than they are handled now, and then eventually, and within a short time, we will be getting enough revenue from them, from all sources, to make them to a great extent self-sustaining, in addition to maintaining them and preserving the beauties and the valuable timber that is now on them?

Secretary FISHER. I think substantially you are correct. Of course, when I say they will be handled for less money, that depends on whether you mean to do just the same kind of work. My own judgment of it is that the Federal Government could make substantially increased appropriations for these parks. It is perfectly absurd for us to be having these questions about the Hetch Hetchy Valley, for instance, and Lake Eleanor, when there is not a decent road to get to the Hetch Hetchy; and I think it is about one of the worst trails that I ever went over, and I have done some mountain work too, to get to Hetch Hetchy and Lake Eleanor.

We ought (if we are going to keep these things) to develop these parks and we ought to build roads to get to them.

Mr. RAKER. As a matter of fact, in regard to the hotel accommodations: Just take the Yosemite, where thousands of people go, and where there will be many, many thousands more go in the next three years. The hotel accommodates from 50 to 60 people. That is all the hotel accommodations they have in the Yosemite National Park, and some arrangement ought to be made by which they could build up a good public service, with an opportunity for the public to be cared for.

Secretary FISHER. I do not think it is susceptible of two opinions; but take that fundamental question: What ought we to do with the hotel concessions in the Yosemite? Ought we to make the concession for 20 years; ought we to accept the concessioner, and require him to make payments to the Government, letting him make what profits he can, and fixing his rates in a general way, or ought we to have a right, periodically, to examine his business and adjust his rate so that the traveling public will get the benefit of reductions? Ought we to use the hotel concession, in other words, as a source of revenue for the General Government in the use of the beautiful parks, or ought we to handle the hotel concessions to get the best service at the lowest rates and have the revenue question purely incidental? Now, those are very large questions, and somebody ought to be considering them.

The CHAIRMAN. Mr. Secretary, I would like to have Mr. Ucker to furnish in connection with this hearing, as nearly as possible, an itemized statement of the present expenses of the national parks and anticipated expenses, because that information will be called for and needed before the conclusion of the hearing.

Mr. UCKER. Do you mean for last year or a long period back?

The CHAIRMAN. Well, for last fiscal year.

Mr. UCKER. The last fiscal year.

The CHAIRMAN. And if it is convenient you might furnish it for two or three fiscal years, for use as a comparison.

Mr. UCKER. I think we have that; we prepared three full years back for the Appropriations Committee the other day.

Mr. RAKER. Mr. Secretary, in addition to the Yosemite Park and the Mount Rainier, will it not be a fact that in the rest of the parks during the next three years there will be a large increase in the travel to the parks, and that they ought to be put in shape so that the public will have the benefit of seeing them?

Secretary FISHER. There is no question about it; there is no question, for instance, that they ought to be taken care of. They should not have an opportunity for invidious comparisons. I think we will all agree there are some parks in there which are not national in character, which have been granted under pressure, without consideration or any bureau reporting on them. They are really local parks, and there never will be any general travel in them. I do not believe we ought to maintain those parks at national expense; or, if we do, we ought to do it intelligently, with our eyes open.

Now, there are other parks that ought to be established. For instance, Mr. Taylor, you know there was not any pressure, very strong pressure, in Colorado to establish the park at Denver.

Mr. TAYLOR. A great many of them want it, and others do not.

Secretary FISHER. There is a mooted question; two sides to it, and there is tremendous influence on both sides. I was asked by some of the people interested in it to have a report made as to what the department thought about the availability of that territory for a national park—whether really the territory ought to be set aside for a national park and developed, and asking a day to be set aside in the Department of the Interior for that purpose. We have not a man in the department who could do it. All we could do was to select a man out of the men in the Geological Survey, a man who has personal qualifications and has a great personal interest, and get him to make

it a part of his duties this summer to put in from two to four weeks going through that territory in connection with the geological work, so that he could make a report. Now, that is the only way we could get a report on a question like that. That is all wrong.

Mr. TAYLOR. He can only make an investigation as to the lines of territory that should be taken in?

Secretary FISHER. Sure.

Mr. TAYLOR. That is a mooted question.

Secretary FISHER. The question is whether it is suitable for a national park, has qualities for that purpose, and what territory ought to be included. That ought to be the work of the superintendent and director of the National Park Bureau, if one is created. He ought to be the man to make the report as to whether we really ought to make it an additional national park, or what we ought to do.

And there is not any more important question that ought to be settled in the next few years than the Hot Springs question down in Arkansas. We have some of the most difficult questions down there, as your chairman knows, and they ought to be studied by men who are capable of giving expert opinions.

The CHAIRMAN. Have you concluded your statement?

Secretary FISHER. I have.

Mr. MONDELL. Mr. Secretary, I think there is no difference of opinion as to the propriety of securing a better organization for the care of the national parks. There is a question involved, however, in this legislation, of the logical adjustment of a governmental bureau. You propose, or this bill proposes rather, a bureau of public parks, with an officer at the head of it, at a salary of \$6,000, which is a thousand more than the Commissioner of the General Land Office receives. You have in your department the Bureau of Pensions, having to do with a matter of very great importance and having very large appropriations. You have the Bureau of Patents, with a commissioner; you have three bureaus at the head of which are directors—the Reclamation Service, the Geological Survey, and the Bureau of Mines, all of them large questions.

Now, query: Should we create a bureau—a governmental organization of the dignity of a bureau—to take charge of a service, which, while important, is, as compared with those other services, comparatively simple and limited in its jurisdiction and in its field of operations? Could not the same result be obtained, and obtained in a way to leave the administration in your department, more logically adjusted, and secure the same results, by simply providing in your department a division, at the head of which is a division chief in charge of these matters?

Secretary FISHER. I do not think it could be accomplished as effectively, Mr. Mondell. It could be done that way; yes. I have myself attached very little importance to names, in any of these matters. The thing to do is to get results.

Mr. MONDELL. There is this importance in names: A commissioner, a bureau, means a large independent organization. It means, necessarily, a considerable expenditure in the very nature of things. It means a man entirely divorced from all other matters in the department; and if he is the right kind of man, he is ambitious to build his bureau up. A division may be just as energetic and oftentimes I

think much more economical in the discharge of duties connected with the public service.

Secretary FISHER. I do not recognize that distinction. It may exist. You have been longer here in the public service than I have, and you have formed your conclusions. I do not think it would make a particle of difference whether you call it the National Park Service or National Park Bureau, or whether you call it a Division of National Parks in the Department of the Interior, and establish somebody as chief of the division. As a matter of fact, it must be independent to some considerable extent. The man who is put at the head of this service can not be used, incidentally, for other things in the department. He will not have the qualifications and ought not to have. He ought to be a man specially qualified for those questions; and, if he is appointed, it makes very little difference whether you call him a chief of a division or the director of the service.

Mr. MONDELL. For instance, you have in the General Land Office a division that has to do with all of the mining operations throughout the country.

Secretary FISHER. Yes.

Mr. MONDELL. That is a very important service. No one would suggest making a commissioner, and yet he performs an exceedingly important service, being a chief of the division, and you can utilize for the service of the division the general organization of your legal corps and administrative corps of the department. Whereas, when you create a bureau, you gather in the bureau an independent corps, administrative and legal, as suggested in this bill. For instance, you have an Assistant Attorney General.

Secretary FISHER. Oh, no; oh, no. That is not proposed at all.

Mr. MONDELL. Well, you have an attorney, whose entire time is proposed to be taken up with the administration of a few national parks. If this is called a division, the legal questions arising in the national parks would be taken care of by your general legal officers.

Secretary FISHER. That is just the reason why I think it ought to be done this way. The legal questions that arise in connection with these matters in the parks, are wholly different from the questions arising any place else in the department. They relate to the permits, hotel contracts, and things of that sort. Most of them are going to be peculiar, and we ought to have a man specially assigned and detailed to that work. He is going to get a considerable experience, which will be of considerable value to him. I think it will be better to have one man to handle those questions, as a law officer in that division or bureau, rather than assign those questions generally to the Attorney General's Office. I think you are wrong about that.

Mr. MONDELL. Well, the Pension Office is a very important office and yet the Pension Office utilizes your general legal officers.

Secretary FISHER. Oh, no.

Mr. MONDELL. In connection with that business.

Secretary FISHER. Oh, yes. It does, to a certain extent. There would be no difference here. For instance, in the proposed National Park Service, the important questions would go over to the Attorney General's Office, just as they do now. Just as in the Patent Office, there are lawyers who pass on these questions, and then the questions of appeal, which are of the greatest importance, only come to the Department of the Interior to be approved, and they are carried to

the Assistant Attorney General's Office on appeal, and then from the Assistant Attorney General's office to the Board of Appeals—a board of lawyers who pass on those very important questions, who have specialized for this very purpose. You undertook to get rid of them—not you, but Congress did—and we had to ask that they be restored to a certain extent, because we could not possibly get along without them. Now, to have men in the Attorney General's Office, generally, attend to general appeals, is a total mistake.

It is not proposed to create a bureau in such a sense as you have described it. In the first place, what you say about salaries of the heads of these different services, like the Geological Survey, and the Bureau of Parks, and so on—they all get more money than is proposed here. There is only one exception, I think, at the present time. I think the present Commissioner of the General Land Office (I think his compensation was fixed a great many years ago), and I think one of the most important things for Congress to do is to increase that compensation of the Commissioner of the General Land Office. He ought to get more money.

Mr. MONDELL. There is no question about that; but when you approach a man and ask him if that is a reasonable salary, you do not get much encouragement, but when you propose to create a new bureau, having charge of the parks, a relatively unimportant matter, then you propose to give a large salary to some one, or several people, in connection with that work.

Now, one other question: Mr. Secretary, is it not your idea after the bureau is established, or if one is not established and you conduct the parks under some system of a division in your office, that the work of road construction in the parks should be transferred to your office from the War Department?

Secretary FISHER. My idea about that would be this: You have questions of road construction, and the policy and location for the roads ought to be divorced from the actual work of construction, which should go on under the board of Army engineers, just as at present time.

Mr. MONDELL. If you transfer the question of jurisdiction over the roads, would it not be better, would it not be the only logical thing to do, to actually transfer the building organization?

Secretary FISHER. Not necessarily. We find that the construction could go on, but what we want to do is to see that the questions are considered from the point of view of some coordinate, settled, and determined policy, which is not true now, at all.

Mr. MONDELL. For instance, we now make an appropriation for roads in the sundry civil bill, under the War Department.

Secretary FISHER. Yes.

Mr. MONDELL. Would it be your idea that this appropriation should be transferred to the bureau or division of the Interior Department?

Secretary FISHER. My idea is it should; but I think Congress ought to provide in the appropriations for the work to be performed under the War Department, or, in this case, that the Secretary of the Interior ought to arrange with the Secretary of War to utilize the board of Army engineers for the purpose of superintending or carrying on this construction.

Mr. MONDELL. But the responsibility for the character of the road and general plan—

Secretary FISHER. That ought to be in the Interior Department, because it is a preliminary and administrative question. You want to look at those roads from the point of view of the use of this territory for park purposes. After we locate the road and decide on the location of it, then the construction problems would come under the War Department, and we would utilize the Army engineers to supervise the construction.

Mr. MONDELL. There is one other feature: Perhaps I take a different view in regard to the policy of the Government in regard to the national parks. In the administration of the national parks there are important questions, and I might think a bureau was necessary; but I happen to be one of those who take the view that we have about as many national parks as we ought to have as such, and that therefore you have here given the dignity of a bureau organization, or propose to, to a comparatively unimportant service. If we want to follow out that method, according to the relative importance of the service and the relative importance of the questions to be considered—if we want to carry this through the Government service—we would have half a dozen new bureaus in the departments.

Secretary FISHER. I do not think so.

Mr. MONDELL. We will have applications for bureaus in other departments.

Secretary FISHER. I do not recall any other bureau that we have created in the department. The illustration you gave of the Land Office seems to be wholly inapplicable. The divisions in the Land Office all relate to the Land Office, and they are properly conducted under the Commissioner of the General Land Office. They have to do with the public domain, and there are a great many questions arise about the park service referred to nobody except me, as Secretary of the Interior. There is no organization to handle them.

Mr. MONDELL. Is it not simply the fault of the—I won't say the Secretary, but the organization of the Secretary's office, that no division has been provided for? One could have been provided for at any time?

Secretary FISHER. Well, Mr. Mondell, of course there is not room for dispute. This could be done through a division in the Secretary's office. You could apply exactly the organization named in this bill, but simply create it as a division of the Secretary's office; and, as I say, I have no interest in names. I am interested in the substance of things. If you did that, all you would then do would be to deprive that particular division of the dignity and importance, which carries some efficaciousness with it, that is proposed by this bill.

Mr. MONDELL. But, of course, you have added to the expense of administration.

Secretary FISHER. You would not add one dollar more expense in the cost of administration of the National Park Service by creating a bureau than would be expended by a division.

Mr. RAKER. Could you give, approximately, an idea of the area of these national parks; that is, a lump acreage?

Secretary FISHER. I have never totaled it.

The CHAIRMAN. You can put that in the hearing.

Mr. UCKER. I believe I can give that now. The total area of the 12 national parks that I named here a while ago, and the national monuments, is just a little bit less than the State of Massachusetts. The State of Rhode Island could be put four times in the Yellowstone Park. The total area of them is a little bit larger than Switzerland, and just a little bit less than what is known as Ireland.

Mr. MONDELL. A statement of areas may or may not convey some idea of the importance of the questions involved. There are very large areas, which I know of, where there are no questions of any importance involved.

Mr. RAKER. Mr. Mondell, you do not find any on earth that contains the scenic beauty and grandeur and necessity for preservation as in those national parks.

Mr. Chairman, may Mr. Ucker, in addition to the statement requested, give a statement as to the relative cost of handling these parks, in connection with the statistical statement.

The CHAIRMAN. Yes.

Thereupon, at 11.55 o'clock a. m., the committee adjourned until to-morrow, Thursday, April 25, 1912, at 10 o'clock a. m.

The report of the Secretary of the Interior called for by the chairman of the committee upon the hearing of the bill is as follows:

DEPARTMENT OF THE INTERIOR,
Washington, May 4, 1912.

Hon. Jos. T. ROBINSON,
Chairman Public Lands Committee, House of Representatives.

MY DEAR MR. ROBINSON: Referring to H. R. 16090, 22474, and 22995, to establish a Bureau of National Parks or National Park Service, I herewith inclose, pursuant to instructions from your committee, the following data:

1. Approximate estimate of cost of administration of the National Park Service in Washington, D. C., for the fiscal years 1910, 1911, and 1912.
2. Statement of appropriations made for, and revenues received from, the various national parks, together with expenditures therefrom for the fiscal years 1910, 1911, and from July 1, 1911, to April 18, 1912.
3. Statement showing the amounts expended from the appropriations and revenues of the national parks, under the Interior Department, for the construction of roads and trails, and repair of roads, trails, bridges, and culverts, during the fiscal year ending June 30, 1911.
4. Memorandum of appropriations for national parks expended under the supervision of the Secretary of War for the fiscal years ending June 30, 1910, June 30, 1911, and June 30, 1912.
5. Statement showing the number of visitors to the national parks, 1906 to 1911.
6. Statement giving some comparative data as to area of national parks and of certain States and foreign countries.
7. Annual Report of the Secretary of the Interior for 1911, on pages 61 and 62 of which will be found lists of the national parks and national monuments under the Department of the Interior, arranged according to date of creation, and giving area of each. On page 64 will be found a list of the national monuments under the control of the Department of Agriculture and Department of War.
8. Annual Report of the Commissioner of the General Land Office for 1911, on page 47 of which will be found table giving area of States and Territories.

At the hearing before your committee upon the bills referred to, at which the Secretary of the Interior and myself were present in behalf of the department, I was informally asked to incorporate my views upon this point in this letter—whether I believed that the national parks might become self-supporting.

I am decidedly of the opinion, after several years of close contact with the supervision of national-park work and after repeated personal visits to the national parks, that if the national parks were put in the condition which would render them wholly and adequately equipped to receive and care for a maximum of travel, charges were carefully adjusted, a proper use or head tax imposed, and such parks as are not national in character eliminated, and such areas of the public domain as should be included in

national reservations so included by legislative enactment, that the national parks would not only become self-supporting under wise and judicious administration, but would ultimately reimburse the Government for the moneys appropriated for road building and other constructive work deemed necessary to fit the parks for the reception of a maximum of public travel.

It is to be understood, of course, that I am assuming that all the revenues derived from the several national parks shall be covered into a common fund, and that this fund shall be available in all the parks, so that the excess in one may be used for the possible deficiency in another.

Mr. W. B. Acker, assistant attorney in the office of the Secretary, who has charge of the miscellaneous section of the office of the chief clerk, in which is handled national park matters, and who has had close supervision and connection with the national park work since 1890, concurs fully in this statement.

Very truly, yours,

CLEMENT S. UCKER,
Chief Clerk.

Approximate estimate of cost of administration of the national parks in the office of the Secretary.

	Fiscal years—		
	1910	1911	1912
The Secretary, \$12,000, one-eighth time.....	\$1,500.00	\$1,500.00	\$1,500.00
The Assistant Secretary, \$4,500, one-fourth time.....	1,125.00	1,125.00	1,125.00
The chief clerk, \$3,500, one-half time.....	1,750.00		
The chief clerk, \$4,000, one-half time.....		2,000.00	2,000.00
Assistant attorney, \$2,500, three-fourths time.....	1,875.00	1,875.00	1,875.00
Assistant attorney, \$2,000, three-fourths time.....	625.00	1,500.00	1,500.00
Clerk, \$1,600, full time.....	1,600.00	1,600.00	1,600.00
Clerk, \$1,600, three-fourths time.....		1,200.00	1,200.00
Clerk, \$1,400, three-fourths time.....	1,050.00		
Clerk, \$1,400, one-half time.....		700.00	700.00
Clerk, \$1,400, one-fourth time.....		175.00	350.00
Clerk, \$1,200, full time.....			1,200.00
Clerk, \$1,200, one-half time.....	600.00	600.00	600.00
Inspector, \$2,500:			
One-eighth time.....		312.50	
Three-eighths time.....			937.50
Disbursing division:			
Clerk, \$1,800, one-eighth time.....	225.00	225.00	225.00
Clerk, \$1,600, one-eighth time.....	200.00	200.00	200.00
Publications, printing and binding, clerk in charge, \$2,250, one-eighth time.....	281.25	281.25	281.25
Supplies Division, clerk in charge, \$2,250, one-twentieth time.....	112.50	112.50	1,112.50
Total.....	10,943.75	13,406.25	15,406.25

Statement of appropriations made for and revenues received from the various national parks, under the Department of the Interior, together with expenditures therefrom (administration in field¹ and park improvements²), for fiscal years 1910 and 1911, and from July 1, 1911, to April 18, 1912.

Name of national park.	Appropriations.			Revenues.		
	Fiscal year ending June 30—		Total appropriations, fiscal years 1910, 1911, and 1912.	Fiscal year ending June 30—		Total revenues, fiscal years 1910 and 1911, and from July 1, 1911, to Apr. 18, 1912.
	1910	1911		1910	1911	
Yellowstone.....	\$8,000.00	\$8,500.00	\$8,500.00	\$25,000.00	\$5,110.05	\$23,420.13
Yosemite.....	30,000.00	62,000.00	50,000.00	142,000.00	21,378.59	35,765.48
Mount Rainier.....	3,000.00	3,000.00	5,000.00	11,000.00	9,053.79	7,748.48
Glacier (created by act May 11, 1910).....	15,000.00	69,200.00	84,200.00	146,400.00	326.88	5,245.36
Sequoia.....	15,550.00	15,550.00	46,650.00	62,600.00	121.78	1,440.94
General Grant.....	2,000.00	2,000.00	6,000.00	50.00	50.00	305.16
						123.54
Mesa Verde: Regular appropriations.....	7,500.00	20,000.00	7,500.00	35,000.00	.....	384.18
Appropriation for examination and leasing coallands, 1910-11.....	2,000.00	.....	2,000.00	.....	.....	.....
Total.....	22,000.00	.....	37,000.00	.....	.....	398.92
Platt (no appropriation prior to 1911, fiscal year).....	5,000.00	10,000.00	15,000.00	164.50	422.75	4,162.50
Wind Cave.....	2,500.00	2,500.00	7,500.00	523.25	340.00	550.00
Crater Lake.....	3,000.00	3,000.00	9,000.00	11.00	30.00	323.00
Sullys Hill.....	None.	None.	None.	None.	None.	None.
Grand total.....	71,550.00	128,550.00	173,250.00	383,350.00	36,412.86	68,620.01
						44,975.00
						150,008.06

¹ Expenditures under "Administration in field" consist of salaries of park employees, charges for printing and binding, stationery, filing, and miscellaneous supplies, The salaries of park employees for 1912 fiscal year under this head are figured to July 1, 1912.

² Expenditures under "Park improvements" are for construction of roads, trails, bridges, buildings, and repairs thereof, and miscellaneous supplies incident thereto.

³ The expenditure of the revenues received from the Mesa Verde and Crater Lake National Parks, for administration and improvement of these parks, is not authorized by the statutes.

* Revised.

Statement of appropriations made for, and revenues received from, the various national parks, under the Department of the Interior, together with expenditures therefrom (administration in field, and park improvements²), for fiscal years 1910, and 1911, and from July 1, 1911, to April 18, 1912—Con.

Expenditures from national-park appropriations.

Name of national park.	Fiscal year ending June 30—		Fiscal year 1912, July 1, 1911, to Apr. 18, 1912.	Total appropriation expenditures, fiscal years 1910-1911, and from July 1, 1911, to Apr. 18, 1912.				
	1910	1911						
	Administration in field.	Park improvements.	Administration in field.	Park improvements.	Administration in field.	Park improvements.	Park improvements.	Administration in field.
Yellowstone	\$5,526.12	\$2,473.59	\$5,758.33	\$2,741.64	\$5,850.00	\$2,436.50	\$17,134.45	\$7,451.73
Yosemite	6,757.03	23,226.70	7,848.16	54,150.84	10,732.62	38,998.80	26,358.21	116,376.43
Mount Rainier	1,786.66	1,233.34	1,900.00	1,098.80	5,000.00	None.	8,686.66	2,382.24
Glacier (created by act May 11, 1910).	None.	None.	8,378.97	6,619.62	25,747.75	37,773.26	34,126.72	44,392.88
Sequoia	5,545.97	9,988.61	6,332.45	8,610.89	6,215.15	9,334.85	18,693.57	27,914.35
General Grant	1,000.00	999.90	1,431.38	568.51	1,424.00	576.00	3,855.38	2,144.41
Mesa Verde	3,286.09	4,157.00	3,624.03	16,184.60	3,465.10	2,493.90	10,375.22	22,835.50
Regular appropriations	None.	None.	339.50	608.50	None.	None.	339.50	608.50
Appropriation for examination and leasing coal lands, 1910-11.	.....	.....	3,963.53	16,783.10	.....	.....	10,714.72	23,444.00
Platt (no appropriation prior to 1911 fiscal year).	None.	None.	4,221.50	773.14	5,500.98	4,373.32	9,731.48	5,146.46
Wind Cave	897.35	1,502.66	1,002.71	1,410.89	1,550.00	1,550.00	2,800.06	4,463.54
Crater Lake	1,590.00	1,408.97	1,704.75	1,295.02	1,908.11	985.95	5,203.86	3,680.94
Sullys Hill	None.	None.	None.	None.	None.	None.	None.	None.
Grand totals	26,469.22	44,971.85	43,142.78	94,062.55	66,753.11	98,522.58	136,365.11	237,556.98
Total appropriation expenditures for administration in field and park improvements, fiscal years 1910-11, and July 1, 1911, to Apr. 18, 1912.	.....	.....	.....	.....	.....	.....	136,365.11	373,922.09

Expenditures from national-park revenues.

Name of national park.	Expenditures from national-park revenues.				Total revenue expenditures, fiscal years 1910, 1911, and from July 1, 1911, to Apr. 18, 1912.								
	Fiscal year ending June 30—		Fiscal year 1912, July 1, 1911, to Apr. 18, 1912.										
1910	1911	1911	1912	Administration in field.	Park improvements.	Administration in field.	Park improvements.	Administration in field.	Park improvements.	Administration in field.	Park improvements.	Administration in field.	Park improvements.
Yellowstone.....	\$1,884.50	\$1,525.30	\$4,517.51	\$3,480.96	\$3,665.16	\$5,055.69	\$10,017.17	\$10,061.95	\$8,867.99	\$8,867.99	\$11,026.19	\$11,026.19	
Yosemite.....	3,374.90	31,111.19	2,039.15	17,011.24	675.91	38,755.50	6,058.96	6,058.96	4,463.33	4,463.33	None.	None.	
Mount Rainier.....	1,927.95	835.91	3,335.57	2,006.90	1,198.81	1,183.38	None.	None.	67.79	67.79	10.75	10.75	
Glacier (created by act May 11, 1910).....	None.	None.	None.	None.	None.	4.50	None.	None.	18.87	18.87	None.	None.	
Sequoia.....	None.	None.	None.	None.	None.	42.79	None.	None.	None.	None.	None.	None.	
General Grant.....	None.	None.	None.	None.	None.	.99	None.	None.	None.	None.	None.	None.	
Mesa Verde: Regular appropriations.....	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	
Appropriation for examination and leasing coal lands, 1910-11.....	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	
Yellowstone (no appropriation prior to 1911 fiscal year).....	15,860.91	15,873.83	4,557.08	3,221.98	144.46	1,166.46	4,462.46	4,462.46	511.03	511.03	456.77	456.77	
Wind Cave.....	None.	62.88	191.67	370.59	319.36	23.30	4 None.	4 None.	4 None.	4 None.	4 None.	4 None.	
Custer Lake.....	4 None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	
Sullys Hill.....	None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	None.	
Grand total.....	12,988.26	39,409.11	10,684.86	23,097.92	5,948.48	52,215.89	29,631.60	29,631.60	114,722.92	114,722.92	28,631.60	28,631.60	

Total revenue expenditures for administration in field and park improvements, fiscal years 1910-11, and from July 1, 1911, to Apr. 18, 1912.
Like expenditures from appropriations and revenues during the same period, being total of all expenditures

¹ Expenditures under "Administration in field" consist of salaries of park employees, charges for printing and binding, stationery, filing, and miscellaneous supplies, etc. The salaries of park employees for 1912 fiscal year under this head are figured to July 1, 1912.

2. Expenses under "Park improvements" are for construction of roads, trails, bridges, buildings, and repairs thereof, and miscellaneous supplies incident thereto.

3. When the corporation receives from the state or county any amount of money for the construction of any bridge, building, or other structure, it shall be held in trust for the state or county, and the corporation shall not be entitled to any part of the same.

- Where the expenditures from the revenues of any park exceed the revenues received during any fiscal year, the excess expenditure is covered by the balance of revenue funds remaining from the preceding fiscal year.
- The expenditure of the revenues received from the Mesa Verde and Crater Lake National Parks, for administration and improvement of these parks, is not authorized by the

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On April 18, 1912, the unallotted balances¹ remaining to the credit of the park appropriations and revenues were as follows:

	1912 appro- priations.	Revenues.
Yellowstone	\$213.50	\$23,541.54
Yosemite	269.13	11,992.92
Glacier	5,678.98	1,767.82
Mount Rainier (all allotted)	5,989.83	5,989.83
Platt	116.70	227.04
Mesa Verde	1,541.00	898.92
Sequoia (all allotted on appropriation)	...	814.66
General Grant (all allotted)	...	428.06
Wind Cave	50.00	866.65
Crater Lake	104.94	389.00

Sullys Hill; no appropriation made; no revenues ever received.

¹ Unallotted balances. By this is meant the unexpended amounts remaining to the credit of the park appropriations or revenues, from which allotments for various classes of work are now being made and will continue to be made hereafter.

² Revised balance.

Statement showing the amounts expended from the appropriations and revenues of the national parks under the Interior Department for the construction of roads and trails and repair of roads, trails, bridges, and culverts during the fiscal year ended June 30, 1911.

Name of national park.	Construction of roads.	Construction of trails.	Repair of roads, trails, bridges, and culverts.
Yellowstone.....		\$906.41	
Yosemite.....	1,630,997.70	5,635.31	\$4,751.56
Glacier.....	\$2,000.00		
Mount Rainier.....		3,701.76	
Mesa Verde.....		\$300.00	1,638.57
Sequoia.....	15,478.38		
General Grant.....	80.38	3,113.03	3,181.58
Platt.....			\$50.00
Wind Cave.....			406.29
Crater Lake.....		\$500.00	299.75
Total.....	48,556.46	14,156.51	\$785.02
			11,120.77

¹ Includes estimated amount of \$12,000.

² Includes estimated amount of \$3,888.06 and \$863.50.

³ Approximated amounts.

⁴ Includes estimated amount of \$242.78.

⁵ Includes estimated amount of \$30.44.

Appropriations for Yellowstone and Mount Rainier National Parks, expended under supervision of the Secretary of War, for the fiscal year ending June 30, 1910.

[Sundry civil act approved Mar. 4, 1909.]

Improvement of the Yellowstone National Park: For maintenance and repair of improvements, \$65,000, to be expended by and under the direction of the Secretary of War, and to be immediately available.....	\$65,000
Mount Rainier National Park: For completion of the wagon road into said park from the west, heretofore surveyed and commenced, under the direction of the Secretary of War, to be immediately available.....	25,000

Appropriations for national parks, expended under supervision of the Secretary of War, for the fiscal year ended June 30, 1911.

[Sundry civil act approved June 25, 1910.]

Yellowstone National Park: For maintenance and repair of improvements, including \$20,000 for improvement of the roads leading into the park from the eastern and southern boundaries, \$75,000, to be expended by and under the direction of the Secretary of War, and to be immediately available: <i>Provided</i> , That no portion of the appropriation shall be expended for the removal of snow from the roads for the purpose of opening them in advance of the time when they will be cleared by seasonal changes.....	\$75,000
Crater Lake National Park: For surveying, locating, and preparing plans and estimates for roads and trails in Crater Lake National Park, Oreg., and to cover all expenses incident thereto, to be expended under the direction of the Secretary of War.....	10,000
Mount Rainier National Park: For additional work upon the wagon road into said park from the west, heretofore surveyed and commenced, under the direction of the Secretary of War, to be immediately available.....	25,000
	110,000

Appropriations for Yellowstone National Park, expended under supervision of the Secretary of War, for the fiscal year ending June 30, 1912.

[Sundry civil act approved Mar. 4, 1911.]

Yellowstone National Park: For maintenance and repair of improvements, including \$2,500 for maintenance of roads leading out of the park from the east and south boundaries and such amount as may be necessary to extend the road to properly connect with the new Canyon Hotel, \$70,000, to be expended by and under the direction of the Secretary of War, and to be immediately available: *Provided*, That no portion of this appropriation shall be expended for the removal of snow from any of the roads for the purpose of opening them in advance of the time when they will be cleared by seasonal changes..... \$70,000

Visitors to national parks, 1906-1911.

Parks.	1906	1907	1908	1909	1910	1911
Yellowstone.....	17,182	16,414	19,545	32,545	19,575	23,054
Yosemite.....	5,414	7,102	8,850	13,182	13,619	12,580
Sequoia.....	700	900	1,251	854	2,407	3,114
General Grant.....	900	1,100	1,773	798	1,178	2,160
Mount Rainier.....	1,786	2,068	3,511	5,968	8,000	10,306
Mesa Verde ¹			80	165	250	206
Crater Lake.....	1,800	2,600	5,275	4,171	5,000	24,500
Wind Cave.....	2,887	2,751	3,171	3,216	3,387	3,887
Platt ²		28,000	26,000	25,000	25,000	30,000
Sullys Hill ³		400	250	190	190	200
Hot Springs Reservation.....					120,000	130,000
Glacier.....						24,000

¹ No record kept, 1906 and 1907.

² Estimated.

³ No record kept, 1906.

⁴ No record kept, 1906-1909.

NOTE.—Platt National Park—actual count of visitors during 1911 was 63,149. As many persons included in the count visited the park several times during the season, 30,000 is estimated as the number of individuals who visited the park.

[Memorandum.]

DEPARTMENT OF THE INTERIOR,

Washington, May 2, 1912.

The Assistant Secretary of the Interior Department, in a recent address before the American Scenic and Historic Association, in New York City, gave some interesting statistics with respect to the area of the national parks, and these figures are accurate and have been verified. He stated that the Yellowstone National Park is two-thirds the size of the State of Connecticut, and that one could lay little Rhode Island down into Yellowstone's borders nearly three times; that the Yosemite would make a State just the size of Rhode Island; that the total area of all our national parks is over 4,000,-000 acres, but little less than the entire State of Massachusetts, and that to carry the comparison across the Atlantic is but little less than that of Wales and is almost half that of Switzerland.

Comparative statement.

National parks.	Acres.	State or country.	Acres.
Yellowstone.....	1,214,720.00	Porto Rico.....	2,198,400
		Connecticut.....	3,177,600
		Delaware.....	1,516,800
		Rhode Island.....	798,720
		do.....	798,720
		New Jersey.....	5,263,360
		Massachusetts.....	5,290,240
		Wales.....	4,712,300
		Switzerland.....	10,224,640
		Hawaii.....	4,127,360
		Vermont.....	6,120,960
Total area of all parks.....	719,622.00		
Total area of all parks and national monuments.....	2,406,153.85		
Total area of all parks and national monuments.....	6,115,179.85		

¹ Approximately two-thirds the area of Connecticut, one and one-fourth times the area of Delaware, and two and two-thirds times the area of Rhode Island.

² Approximately one-half the area of Switzerland.

	Acres.
Total area of all national parks.....	4,806,153.85
Total area of national monuments under Interior Department.....	83,921.00
Total area of national monuments under Agricultural Department.....	1,425,100.00
Total area of national monuments under War Department.....	5.00
Total area of national parks and national monuments.....	6,115,179.85

NATIONAL PARKS AND RESERVATIONS.

The policy of setting aside tracts of land in various sections of the United States as pleasure grounds for the people was inaugurated by Congress by the act of March 1, 1872, in establishing the Yellowstone National Park, in Wyoming, and thereafter from time to time other lands in various sections of the country were set aside for such purpose and as a practical means of preserving the wonders of nature therein from desecration. These reservations now aggregate 12 in number, embracing over 4,500,000 acres, to which should be added the Grand Canyon of the Colorado River, for the creation of which as a national park recommendations have heretofore been submitted.

The areas of these parks, with date of establishment of each, are as follows:

Name.	Date of establishment.	Acres.
Yellowstone, in Wyoming, Montana, and Idaho.....	Mar. 1, 1872	2,142,720.00
Yosemite, in California.....	Oct. 1, 1890	719,622.00
Sequoia, in California.....	Sept. 25, 1890	161,597.00
General Grant, in California.....	Oct. 1, 1890	2,536.00
Mount Rainier, in Washington.....	Mar. 2, 1899	207,360.00
Crater Lake, in Oregon.....	May 22, 1902	159,360.00
Wind Cave, in South Dakota.....	Jan. 9, 1903	10,522.00
Sullys Hill, in North Dakota.....	Apr. 27, 1904	780.00
Platt, in Oklahoma.....	July 1, 1902	848.22
Mesa Verde, in Colorado.....	Apr. 21, 1904	
Five-mile strip for protection of ruins.....	June 29, 1906	42,376.00
Hot Springs Reservation, in Arkansas.....	do.....	175,360.00
Glacier, in Montana.....	June 16, 1880	911.63
	May 11, 1910	981,681.00
Total.....		4,606,153.85

Public interest in these national reservations, not only in this country, but abroad, is constantly increasing, as is indicated by the number of visitors thereto. During the past year the total number of visitors to all these parks aggregated approximately 224,000, as against 198,506 in 1910. There is every reason to believe that travel thereto will be greatly augmented in the future, especially during 1915, when the Panama-Pacific International Exposition will be held in San Francisco, and the various transcontinental roads will doubtless provide a transportation rate calculated to attract visitors to the various reservations as well as to the exposition.

For the purpose of bringing together the superintendents of the various parks and discussing the many difficult problems presented in the administration of the affairs of each, I presided at a conference held under my direction in the Yellowstone National Park in September, 1911, at which there were in attendance the assistant secretary, the chief clerk, and other representatives of this department, representatives of the Departments of Agriculture and War, the various transcontinental railroads, and of concessionaires in the several reservations. Many phases of park administration were discussed, including hotel accommodations, public transportation, construction of roads, trails, and bridges, fire protection, forestry, protection of game, and the enforcement of the park regulations generally. This conference should result in more effective administration than it has heretofore been practicable to secure. The consensus of opinion, however, at the conference was that development of the national reservations should proceed along more liberal lines than has heretofore obtained and that the supervision of the activities of the various parks should be centralized in a bureau especially charged with such work.

There are hereto appended tables giving the location, date of establishment, area, private holdings, if any; the number of visitors, and the special characteristics of the various national parks under the supervision of the Secretary of the Interior; the appropriations made by Congress for the protection and improvements thereof during 1911 and for five years prior thereto, as well as the revenues derived from leases, privileges, and concessions in said reservations received during the said period.

NATIONAL MONUMENTS AND PRESERVATION OF AMERICAN ANTIQUITIES.

By an act approved June 8, 1906, entitled "An act for the preservation of American antiquities," the President of the United States is authorized, "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon

the lands owned or controlled by the Government of the United States to be national monuments." Under such authority the President has created the following monuments:

National monuments administered by Interior Department.

Name.	State.	Date.	Area.
Devils Tower.....	Wyoming.....	Sept. 24, 1906	1,152
Montezuma Castle.....	Arizona.....	Dec. 8, 1906	160
El Morro.....	New Mexico.....	do.....	160
Chaco Canyon.....	do.....	Mar. 11, 1907	20,628
Muir Woods ¹	California.....	Jan. 9, 1908	295
Pinnacles.....	do.....	Jan. 16, 1908	*2,080
Tumacacori.....	Arizona.....	Sept. 15, 1908	10
Navajo ²	do.....	Mar. 20, 1909	*600
Mukuntuweap.....	Utah.....	July 31, 1909	*15,840
Shoshone Cavern.....	Wyoming.....	Sept. 21, 1909	210
Natural Bridges ³	Utah.....	Sept. 25, 1909	*2,740
Gran Quivira.....	New Mexico.....	Nov. 1, 1909	*160
Sitka.....	Alaska.....	Mar. 23, 1910	*57
Rainbow Bridge ⁴	Utah.....	May 30, 1910	160
Lewis and Clark Cavern.....	Montana.....	May 16, 1911	160
Colorado.....	Colorado.....	May 24, 1911	13,883
Petrified Forest.....	Arizona.....	July 31, 1911	25,625
Total.....	.....		83,921

¹ Donated to the United States.

² Estimated area.

³ Within an Indian reservation.

⁴ Based on 15 known ruins with a reserved area of 40 acres surrounding each ruin. Exterior limits of tract specified in proclamation contain 918,310 acres.

⁵ Originally set aside by proclamation of Apr. 16, 1908, and contained only 120 acres.

By proclamation of May 24, 1911, a new national monument under the department has been created, designated as the Colorado National Monument, Colorado. The lands embraced within this reservation are in part identical with those included within the boundaries of the Monument National Park proposed in H. R. 22549, introduced in the Sixty-first Congress, which failed of passage. The monument, however, contains nearly 5,000 acres of land less than the area proposed to be segregated by the national-park bill.

In the case of the Lewis and Clark Cavern Monument, Montana, set aside by proclamation of May 11, 1908, a new proclamation was issued on May 16, 1911, more specifically defining the boundaries thereof.

The Pinnacles National Monument, California, was set aside by a proclamation dated January 16, 1908, at which time it was under the supervision of the Secretary of Agriculture, being within a national forest. By proclamation dated December 12, 1910, the lands on which this monument is located were eliminated from the national forest, and since that date it has been under supervision of the Secretary of the Interior.

The Petrified Forest National Monument, Arizona, was originally set aside on December 8, 1906, with an area of 60,776 acres. The definite location of the principal deposits of silicified wood was not known, the intention being to reduce the area after the lands could be examined and the location of the valuable deposits determined. During the year Dr. George P. Merrill, head curator of geology, National Museum, visited the reservation at the instance of this department, and submitted a report thereon recommending the reduction of the metes and bounds of the reservation and suggesting the segregation of such portions thereof as are desirable for the use of collectors having permits under the act of June 8, 1908, to take specimens of silicified wood from the reservation. This report met with the approval of the department, and accordingly, on July 31, 1911, a new proclamation was issued reducing the area of the Petrified Forest National Monument to 25,625 acres.

The supervision of these various monuments has, in the absence of any specific appropriation for their protection and improvement, necessarily been intrusted to the field officers of the department having charge of the territory in which the several monuments are located. This supervision in many instances is necessarily limited, and considerable difficulty has been experienced in protecting the monuments from vandalism, unauthorized exploration, and spoliation. It is recommended that adequate appropriation be made by Congress for the protection and improvement of these reservations. Only such monuments as, in the judgment of the Secretary of the

Interior, are subject to depredations by vandals and unauthorized collections on the part of the public should be provided with a custodian or superintendent.

The following national monuments are not administered by the Secretary of the Interior. Those that should be continued should be placed under the proposed Bureau of National Parks.

National monuments administered by Department of Agriculture.

Name.	State.	Date.	Area.
Cinder Cone.....	California.....	May 6, 1907	15,120
Lassen Peak.....	do.....	do.....	11,280
Gila Cliff Dwellings.....	New Mexico.....	Nov. 16, 1907	160
Tonto.....	Arizona.....	Dec. 19, 1907	1640
Grand Canyon.....	do.....	Jan. 11, 1908	1806,400
Jewel Cave.....	South Dakota.....	Feb. 7, 1908	11,280
Wheeler.....	Colorado.....	Dec. 17, 1908	300
Mount Olympus.....	Washington.....	Mar. 2, 1909	1608,640
Oregon Caves.....	Oregon.....	July 12, 1909	480
Devil's Postpile.....	California.....	July 6, 1911	800
Total.....			1,425,100

¹ Estimated area.

National monument administered by War Department.

Name.	State.	Date.	Area.
Big Hole Battlefield.....	Montana.....	June 23, 1910	5

¹ Set aside by Executive order.

STATISTICS RELATING TO THE DISPOSITION OF THE PUBLIC DOMAIN.

Area of States and Territories.

[Based upon careful joint calculations made in the General Land Office, the Geological Survey, and the Bureau of the Census.]

States or Territories.	Land surface.		Water surface.		Total areas.	
	Sq. miles.	Acres.	Sq. miles.	Acres.	Sq. miles.	Acres.
Alabama.....	51,279	32,818,500	719	460,160	51,998	33,278,720
Arizona.....	113,810	72,838,400	146	93,440	113,956	72,931,440
Arkansas.....	52,525	33,616,000	810	518,400	53,335	34,134,400
California.....	155,652	99,617,230	2,645	1,922,800	158,297	161,310,080
Colorado.....	103,658	66,341,120	290	185,600	103,948	66,526,720
Connecticut.....	4,820	3,084,800	145	92,800	4,955	3,177,600
Delaware.....	1,965	1,257,600	405	259,200	2,370	1,516,800
District of Columbia.....	60	38,400	10	6,400	70	44,800
Florida.....	54,861	35,111,040	3,805	2,435,200	58,666	37,546,240
Georgia.....	58,725	37,584,000	540	345,600	59,205	37,929,000
Idaho.....	83,354	53,346,500	534	341,760	83,888	53,688,320
Illinois.....	56,043	35,867,520	622	398,080	56,665	36,265,600
Indiana.....	35,815	23,068,800	309	197,760	36,354	23,266,560
Iowa.....	55,586	35,575,040	561	359,040	56,147	35,924,080
Kansas.....	81,774	52,335,360	384	245,760	82,158	52,581,120
Kentucky.....	40,181	25,715,840	417	266,880	40,598	25,982,720
Louisiana.....	45,409	29,061,760	3,097	1,982,080	48,506	31,043,840
Maine.....	29,895	19,132,800	3,145	2,012,800	33,040	21,145,600
Maryland.....	9,941	6,362,240	2,386	1,527,040	12,327	7,889,280
Massachusetts.....	8,039	5,144,960	227	145,280	8,268	5,290,240
Michigan.....	57,490	36,787,200	500	320,000	57,980	37,107,200
Minnesota.....	80,558	51,749,120	3,824	2,447,360	84,682	54,196,480
Mississippi.....	46,362	29,671,680	503	321,920	46,855	29,983,600
Missouri.....	68,727	43,985,280	693	443,520	69,420	44,428,800
Montana.....	146,201	93,568,640	796	509,440	146,997	94,078,080
Nebraska.....	76,808	49,157,120	712	455,680	77,520	49,612,800
Nevada.....	109,821	70,285,140	869	556,160	110,600	70,841,600
New Hampshire.....	9,031	5,779,840	310	198,400	9,341	5,978,240
New Jersey.....	7,514	4,808,060	710	454,400	8,224	5,263,360
New Mexico.....	122,503	78,401,920	131	83,840	122,634	78,485,760
New York.....	47,654	30,498,560	1,550	992,000	49,204	31,490,560
North Carolina.....	48,740	31,193,000	3,886	2,359,040	52,426	33,552,640
North Dakota.....	70,183	44,917,120	654	418,560	70,837	45,335,680
Ohio.....	40,740	26,073,600	300	192,000	41,040	26,265,600
Oklahoma.....	69,414	44,424,060	643	411,520	70,057	44,836,480
Oregon.....	95,607	61,188,480	1,092	698,880	96,699	61,887,360
Pennsylvania.....	44,832	28,692,480	294	188,160	45,126	28,880,640
Rhode Island.....	1,067	682,880	181	115,840	1,248	798,720
South Carolina.....	30,495	19,516,800	494	316,160	30,989	19,832,960
South Dakota.....	76,888	43,105,320	747	478,080	77,615	49,673,600
Tennessee.....	41,687	26,679,680	335	214,400	42,022	26,894,080
Texas.....	262,398	167,934,720	3,498	2,238,720	265,898	170,173,440
Utah.....	82,184	52,597,760	2,806	1,795,840	84,990	54,393,600
Vermont.....	9,124	5,839,360	440	281,600	9,564	6,120,960
Virginia.....	40,262	25,767,680	2,365	1,513,600	42,627	27,281,280
Washington.....	66,836	42,775,040	2,291	1,468,240	69,127	44,241,280
West Virginia.....	24,022	15,374,080	148	94,720	24,170	15,468,800
Wisconsin.....	55,256	35,363,840	810	518,400	56,066	35,882,240
Wyoming.....	97,594	62,460,160	320	204,800	97,914	62,664,960
	2,973,890	1,903,289,600	52,899	33,855,360	3,026,780	1,937,144,960
Alaska.....					590,884	378,165,760
Guam.....					210	134,400
Hawaii.....					6,449	4,127,360
Panama Canal strip.....					474	303,360
Philippine Islands.....					115,026	73,616,640
Porto Rico.....					3,435	2,198,400
Tutuila Group, Samoa.....					77	49,280
Total.....					3,743,344	2,395,740,160

Owing to their location adjoining the Great Lakes, the States enumerated below contain approximately an additional number of square miles as follows: Illinois, 1,674 square miles of Lake Michigan; Indiana, 230 square miles of Lake Michigan; Michigan, 16,653 square miles of Lake Superior, 12,922 square miles of Lake Michigan, 9,925 square miles of Lake Huron, and 460 square miles of Lakes St. Clair and Erie; Minnesota, 2,514 square miles of Lake Superior; New York, 3,140 square miles of Lakes Ontario and Erie; Ohio, 3,443 square miles of Lake Erie; Pennsylvania, 891 square miles of Lake Erie; Wisconsin, 2,378 square miles of Lake Superior and 7,500 square miles of Lake Michigan.

In addition to the water areas noted above, California claims jurisdiction over all Pacific waters lying within 3 English miles of her coast; Oregon claims jurisdiction over a similar strip of the Pacific Ocean 1 marine league in width between latitude 42° north and the mouth of the Columbia River; and Texas claims jurisdiction over a strip of Gulf water 3 leagues in width, adjacent to her coast and between the Rio Grande and the Sabine River.

